CODIB-D-111/1.3/5
28 April 1966

UNITED STATES INTELLIGENCE BOARD

COMMITTEE ON DOCUMENTATION

Task Team III – Foreign Publications
Final Report

Subject report is attached for coordination within member agencies and discussion at a subsequent meeting, for development of CODIB recommendations to the USIB.

Charles A. Griggs
Secretary

25X1A

Attachment

25X1A

GROUP I
Excluded from automatic
downgrading and
declassification

S-E-C-R-E-T

U N I T E D   S T A T E S   I N T E L L I G E N C E   B O A R D

COMMITTEE ON DOCUMENTATION

TASK TEAM III - FOREIGN PUBLICATIONS

FINAL REPORT

T/III/R-2
13 April 1966

Group 1
Excluded from automatic
downgrading and
declassification.

S-E-C-R-E-T

S-E-C-R-E-T

T/III/R-2
13 April 1966

U N I T E D   S T A T E S   I N T E L L I G E N C E   B O A R D

COMMITTEE ON DOCUMENTATION

TASK TEAM III - FOREIGN PUBLICATIONS

MEMORANDUM FOR: Chairman, Committee on Documentation

SUBJECT: Transmittal of Task Team III Final Report

REFERENCE: CODIB-D-111/1.3/2, 29 December 1964

1. Transmitted herewith is the final report of CODIB Task Team III - Foreign Publications. Reference above is included in this report as the Appendix.

2. An interim report was filed with CODIB on 9 July 1965 containing full treatment of requirements for foreign publications and the adequacy of the procurement effort. You will recall that CODIB action on that report resulted in the establishment of an interim working group on hard-to-get and selection items to eliminate duplicate activity and to conserve and maximize the utilization of the most useful assets for the benefit of the whole Community. The substance of that interim report and its recommendations are incorporated in this final report.

3. On occasion during its deliberations the Team identified foreign publication problems amenable to immediate consideration and solution. In most cases, remedial action was taken by the agency (ies) involved without further ado. Such actions as these are considered to be by-products of the team effort. It is anticipated that the proposed Foreign Publications Subcommittee will assume this very necessary role on a continuing basis in the future.

Group 1
Excluded from automatic
downgrading and
declassification.

S-E-C-R-E-T

S-E-C-R-E-T

- 2 -

4. Members of the Team were ▮▮▮▮▮▮▮▮ DIA; John Honaker,
Air Force; Richard Bauer, Army; Bertha Collins, Navy; ▮▮▮▮▮▮▮▮
NSA; Bernard Dorr, State; and ▮▮▮▮▮▮▮ CODIB Support Staff.
The Team held seventeen meetings and was briefed by all organizations
in the Community concerned with procurement and/or processing of
foreign publications as well as by major activities elsewhere in
Government of potential use to intelligence. The Team also surveyed
intelligence production and operations offices to determine value of
foreign publications and needs for their procurement and processing.

25X1A
25X1A

25X1A

25X1A

Chairman, CODIB Task Team III

Attachment:

Task Team III Report

25X1A

S-E-C-R-E-T

S-E-C-R-E-T

UNITED STATES INTELLIGENCE BOARD

COMMITTEE ON DOCUMENTATION

TASK TEAM III - FOREIGN PUBLICATIONS

Report

TABLE OF CONTENTS

Appendix
    Terms of Reference

Group 1
Excluded from automatic
downgrading and
declassification.

S-E-C-R-E-T

S-E-C-R-E-T

Introduction

I. Introduction

The objective of the Task Team was to examine the overall effectiveness of the Intelligence Community's programs for procurement and processing of foreign publications and to propose actions aimed at further increasing the effectiveness of these programs (See Appendix). Foreign publications were defined as including the open literature published in any foreign country, and processing systems as including any within or outside government whose product is or could be used for the benefit of the Community.

S-E-C-R-E-T

S-E-C-R-E-T

- 2 -

II. Investigations and Findings

A. Present Use of Foreign Publications.

1. The Team first set out to determine the use made of foreign publications in intelligence work by querying extensively production offices as well as collectors and reference people. Their replies make clear that the primary usage of foreign publications is for intelligence production purposes. The economists are very strong on this point. They say "Foreign publications are a primary source for production of economic intelligence. Their importance varies with subject and geographic region, but generally they provide from 60 to 90 per cent of Economic Research Area source material. Specifically they provide about 80 per cent of source material on the USSR and 90 per cent on Eastern Europe." In a similar vein the military note that "DIA considers foreign publications to be a vital source of intelligence and, in many subject areas, exploitation of this source is an absolute necessity to the successful production of responsive intelligence."

2. The geographic people indicate in their reply that "Foreign publications are used extensively in all geographic intelligence 25X1B research and production. For certain types of USSR studies they represent the best and sometimes the only source of data. Even where least used, in non-Bloc European studies, foreign publications provide ▮▮▮▮▮▮▮▮

25X1B ▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮source materials." Similarly the Science and Technology components of the Community note that "Foreign scientific and technical publications and news articles are used extensively as sources for intelligence production. The information derived from these sources enhances the value and facilitates the interpretation of information obtained by other means. In the case of the Office of Scientific Intelligence components engaged in research on basic foreign research and development, foreign scientific and technical publications

25X1B comprise ▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮f the background material." For current intelligence purposes a varied usefulness was found, ranging from "absolutely essential-widely used" on the USSR to "little used" on Western Europe.

B. Present Procurement Practices.

1. At present, the major channel for procurement of foreign publications for use by the Intelligence Community is the jointly-
▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮▮ 25X1A

S-E-C-R-E-T

S-E-C-R-E-T

- 3 -

Other channels used in varying degrees are the military attaches, commercial dealers (including direct-to-publisher arrangements) and exchange arrangements. Indirect ▇▇▇▇▇▇▇▇▇ channels are used to a relatively minor extent for "hard-to-get" publications.

25X1C

  2. CIA relies most heavily on the PPO system, obtaining about 93% of its publications through this channel. The State Department uses the PPO system whenever commercial means are not available. The procedures for the procurement of foreign publications for the intelligence components of the Defense Department are currently undergoing a change. DIA is in the process of establishing a system approach for all Defense intelligence activities which will:

    a. Make the PPO system a primary source of Defense foreign publications;

    b. Make Defense overt collectors a back-up and supplementary system for the PPO's, as required;

    c. Provide for the use of direct commercial arrangements for procurement of publications when such is advantageous from either a financial or timely standpoint;

    d. Insure that the entire Intelligence Community is aware of the "take" through these systems.

  3. Up to the time of these changes, Army and Navy intelligence production units, as well as those of DIA, relied primarily on the military attaches and field commands for the procurement of publications. The Air Force, however, has had an effective systematic approach in operation, utilizing a combination of the various procedures for procurement, including the PPO's, attaches, commercial sources and exchange arrangements (available through Library of Congress cooperation). DIA is currently taking steps to redirect this Air Force effort in the field of scientific and technical intelligence to meet the needs of Army, Navy and DIA itself. NSA has relied heavily on the PPO system but has also used other systems.

  4. The adequacy of the present procurement effort varies considerably among the various intelligence organizations. The CIA is generally satisfied with the existing procedures and considers the results adequate in most respects. Publication procurement results

S-E-C-R-E-T

S-E-C-R-E-T

- 4 -

from Latin America and certain African countries have not been as
successful as necessary for adequate intelligence support. In addition,
delay in receipt of publications from all areas except the USSR appears
to be a general complaint. DIA has found the heavy reliance on the
attache system for procurement to be unacceptable from several stand-
points. Primarily, the time of the attaches can be used to better
advantage to accomplish tasks which can only be done by them; publica-
tion procurement can be done, in most cases, through other methods.
Secondly, these other methods (PPO's, commercial purchase, exchanges,
etc.) can provide more efficient and economical results except for the
hard-to-get items. Thus, DIA is directing changes as previously
described. Air Force has found their multi-faceted approach quite
satisfactory, as has NSA, except for the hard-to-get publications.

    C. Processing Requirements.

        1. As noted previously, within the Intelligence Community
the bulk of the requirements for processing foreign publications comes
from the production offices. Within Defense, substantial requirements
also are levied by the R&D Community on the intelligence components
for information from foreign publications. Four principal variables
are recognized as being primary determinants in the approach to pro-
cessing foreign publications, i.e., geographic area, subject material,
type of publication and type of processing required.

        2. Area-wise, requirements are heavier for processing of
Sino-Sov Bloc publications than for other areas. Requirements run the
gamut subject-wise with heaviest emphasis on science and technology
(S&T) and economic information. In form, requirements run from the
preparation of title lists through abstracts, extracts, and summaries
to ad hoc translations. In methodology, requirements run from having
a translator sit at an analyst's elbow to an organization which will
systematically scan and report on the contents of foreign publications.

        3. Analysis of these requirements for processing foreign
publications indicates that certain broad categories are needed by a
majority of production offices:

        a. For all geographic areas, a need for

           (1) Selected extracts from newspapers

S-E-C-R-E-T

S-E-C-R-E-T

- 5 -

    (2) Selected extracts from magazines

    (3) Title lists of books

    (4) Ad hoc translation capability

    b. For the Communist Bloc, a need for abstracts of the scientific and technical literature.

    c. In addition to the above, specific needs by area are:

    (1) USSR
        Title lists of magazine articles

    (2) Eastern Europe
        Selected abstracts of books

    (3) Communist Far East
        Title lists of newspaper articles

    (4) Non-Communist Far East
        Selected abstracts from books

    (5) Near East
        Title lists of magazine articles

    (6) Latin America
        Title lists of magazine articles

    (7) Africa
        Title lists of magazine articles

    d. Cutting across area and source lines are major requirements for the collection from foreign publications of photographs and related data that will assist photo interpretation; and data on personalities, installations, organizations, and place names.

D. <u>Present Processing Capabilities</u>.

    1. <u>Within the Intelligence Community</u>

S-E-C-R-E-T

S-E-C-R-E-T

- 6 -

a. Serving the Community as a whole, Foreign
Documents Division (FDD) of CIA addresses a wide range of
requirements. It does not have facilities to cover all
Community requirements; therefore, it places emphasis on
the most urgent ones in all areas. Approximately two-
thirds of its effort is on Sino-Soviet Bloc publications.
Its products consist of title lists, abstracts, extracts
and ad hoc translations. FDD also produces the
Consolidated Translation Survey which provides the
Community with periodic listings of its translations
completed or in process as well as by all other reporting
activities.

b. Within the Department of Defense, the major
foreign publications processing is that performed by two
contractors to the Foreign Technology Division of the Air
Force Systems Command, i.e., the Aerospace Technology
Division of the Library of Congress and Battelle Memorial
Institute, Columbus, Ohio. The major program here is the
abstracting of Sino-Soviet Bloc scientific and technologi-
cal literature (STEP program) to meet Department of
Defense requirements in the science and technology fields
plus an ad hoc translation capability. Its products
include abstracts, extracts, collations, comprehensive
reports, personality-facility data, lexicographic tools
for both human and machine-aided translation, and ad hoc
translations.

c. Other programs within the Community are:

(1) The Defense Research Division (DRD)
of the Library of Congress as contractor to DIA
provides a very limited ad hoc exploitation/
translation service on request of DIA offices.

(2) Translation Branch (formerly
Foreign Reports Section) of ACSI (Army) provides
a small ad hoc translation facility for Army
components.

(3) The ONI Translation Section
similarly provides a small ad hoc translation
facility for Navy components.

S-E-C-R-E-T

   d. In the field, the USARPAC Foreign Document Exploitation Center of the 500th Intelligence Corps Group provides an extensive program of extracts from Japanese newspapers and ad hoc translation capability in major Far East languages. Other field commands and attache offices have minor capabilities for ad hoc translation of local languages.

   2. <u>Outside the Intelligence Community</u>

   a. The Joint Publications Research Service of the Department of Commerce is a major producer of ad hoc translations, extracts and abstracts for many Government agencies on a reimbursable basis. Commerce also issues a listing entitled Technical Translations for use by Government agencies and the general public.

   b. The National Library of Medicine provides an index to about one-third of the articles in the medical sciences appearing in open literature throughout the world, and has a small ad hoc translation program.

   c. The AEC's Division of Technical Information at Oak Ridge has an extensive program of abstracting articles in the field of nuclear science from the world literature and an ad hoc translation program.

   d. The State Department's Press Monitoring Service in Hong Kong produces extracts from ChiCom newspapers and magazines. Various embassies overseas have ad hoc translation capabilities in local languages and some produce summaries of the local press primarily for the Embassy's information.

   e. PL 480 Program utilizing counterpart funds overseas provides a facility of ad hoc translations for a number of Government agencies.

   f. The National Science Foundation funds a program for cover-to-cover translation of 39 Soviet S&T journals.

S-E-C-R-E-T

- 8 -

    g. The Current Digest of the Soviet Press under American Council of Learned Societies (ACLS) and the Social Science Research Council (SSRC) sponsorship produces extracts of Soviet newspapers and magazines to serve academic interests.

    h. The large abstracting societies such as the American Chemical Society produce abstracts of the world's literature in chemistry, biology, mathematics and engineering.

    i. The Review of the Soviet Press produced by the Soviet Government in English contains extracts of Soviet newspapers.

S-E-C-R-E-T

- 9 -

III. Conclusions

    A. Requirements for Foreign Publications.

        1. The whole range of requirements is summed up neatly by the Chairman of the Board of National Estimates when he writes "The pattern of foreign publications usefulness is varied. Except for certain exotic items in military and other fields, foreign publications (and broadcasts) are pretty much the bread and butter of our Soviet, East European, and Chinese Communist analysis efforts--and in the case of foreign policy matters, almost our sole source. We also value Western European publications for their information and analysis of developments in Europe, the USSR, Africa, and the Near East. Except in a few cases, we do not get much nourishment from foreign publications from Africa, Latin America, or non-Communist Asia."

        2. In addition to the solid need for foreign publications in intelligence production, we find many other uses. For example, the photographs contained in foreign publications are used "to supplement and complement aerial photography." Many publications are used for background information and research. Other uses are in clandestine operations where publications in some areas "are particularly important for identifying targets for operations, for evaluating the effectiveness of our operations, and for the planning of new approaches to our targets." Foreign publications also provide a vital information input to the military R&D community. The data gained is used to make forecasts of future Soviet and Communist Chinese weapon systems, thus guiding the development of opposing U. S. systems, and to provide information on scientific and technical breakthroughs to be used in the U. S. R&D efforts. Still other uses include leads which generate collection requirements, support to mapping and charting projects, and proper identification of targets for aerial photography purposes.

    B. Procurement Needs.

        1. A review of statistics on the cost of procuring foreign publications and the time lags involved in such procurement incident to the systems utilized indicate that commercial arrangements generally cut the time in half as compared with the PPO system and reduce the time even more compared with other systems. Overall costs to the Government of commercial procurement are somewhat less than the PPO

S-E-C-R-E-T

S-E-C-R-E-T

- 10 -

Conclusions

system. However, commercial procurement costs more to an individual agency because it must absorb mailing costs; whereas in the PPO system, the State Department absorbs the mailing costs for all agencies.

2. Publication procurement can be categorized as involving: (a) subscription or specific order; (b) field selection based on guide requirements and on-the-spot initiative; and (c) indirect or irregular methods employed to procure otherwise denied or "hard-to-get" publications. Of the total volume of publications procured, 95% are in the first category comprising known serials and monographs. So the vast bulk of what we need constitutes a known and easily accessible body of documents that require a heavy daily volume flow from producer to consumer. For this vast volume, the most direct, unencumbered route will obviously cut the time-lag and reduce costs--particularly hidden costs for the Government. Since these are well-known and accessible items, coordination in their procurement is unnecessary, time-consuming and costly. Therefore, insofar as feasible, direct to publisher subscriptions or commercial dealer arrangements for serials and monographs should be made at the lowest administrative level possible.

3. On the other hand, for field selection and hard-to-get items, there is an evident need for much closer coordination so as to eliminate duplicate activity and conserve and maximize the utilization of the most useful assets for the benefit of the whole Community. Guide requirements should be consolidated, carefully screened, and appropriate portions placed with the most logical and best asset available, whether he be an attache, foreign service officer or commercial dealer. Similarly, hard-to-get items should be brought together into a consolidated want-list keyed to an intelligence priority list and apportioned to the most fruitful field assets. It appears to us that there exists a need for some mechanism for the central control of these items to insure the availability of these items to the elements of the Community requiring the data contained therein. At a minimum there should be an active working group or committee charged with the close on-going coordination of the procurement of hard-to-get and selection items. Such a group should, we feel, come under the direction of CODIB.

4. This conclusion was reached even though there exists the informal Interagency Publications Procurement Committee. This committee was formed following the demise of the formal USIB Committee on Publications Procurement (PROCIB). However, the Interagency

S-E-C-R-E-T

S-E-C-R-E-T

- 11 -

Conclusions

Publications Procurement Committee has been dormant, if not moribund--no meetings have been held in the past year. The reasons for this appear to be in the composition and level of membership of the Committee--in a nutshell, too many agencies (particularly non-USIB) and too high a level of membership resulting in lofty discussion but little action. Therefore, the Team concluded that a small, highly concerned working group should be established under CODIB direction for the specific purpose of coordinating procurement of hard-to-get and selection items. Personnel assigned to this group by USIB member agencies should represent management at the lowest appropriate operating level concerned with procurement of hard-to-get and selection items.

C.   Need for Systematic Processing.

1.   The Team concluded that exploitation of foreign publications by intelligence components should be accomplished within the framework of an overall plan. Only then can processing be accomplished efficiently and effectively with a minimum of overlapping responsibility and unnecessary duplication of effort. Such a plan should encompass the entire cycle of related actions from the establishment of user requirements for foreign publications, through their procurement and the various processes applied to provide products which continue to be responsive to user requirements. These processes involve preparing announcement vehicles; disseminating, translating, extracting, and abstracting the publications; and storing the publications and their proxies for retrieval in support of retrospective research and analysis.

2.   One way in which increased efficiency might be attained would be to centralize all existing foreign publication processing facilities in one organization. If the budgeting, staffing and organization problems could be solved, this step would certainly reduce duplicative procurement and the resulting independent scanning of many of the same publications which now occurs in different organizations devoted to the exploitation of foreign publications. The need for duplicate reference material holdings would also be drastically reduced. Centralization might also offer significant possibilities for greater specialization of the staff and expedite the assembly and organization of the staff for crash projects.

3.   On the other hand, there are a number of potential disadvantages to such centralization. Perhaps the most important consideration is responsiveness to the broad spectrum of needs satisfied

S-E-C-R-E-T

S-E-C-R-E-T

- 12 -

Conclusions

by the current method of decentralized processing. Present methods permit maximum interplay between intra-agency capabilities devoted to serving in-house, ad hoc requirements and those devoted to community-wide, programmed requirements. Also, the problems involved in establishing acceptable priorities loom large. Almost certainly the result would be a quite general feeling that a large centralized capability could not be sufficiently responsive to meet many individual agency needs.

4. Another aspect of the problem would be the responsiveness of such a centralized intelligence-oriented organization to requirements of the DoD Research and Development (R&D) Community and to other parts of DoD, State, and AEC outside their intelligence elements. There would also be problem areas in philosophy and approach relating to present methodologies and plans for the future, including automation. Both internal operations and interface with external user operations would be involved.

5. The Team concluded that the advantages of centralization, if achievable, were insufficient to offset the disadvantages thereof, and the spectrum of problems an attempt at centralization would create.

6. The Team also concluded, however, that the requirement for effectiveness and efficiency in exploiting foreign publications could be satisfied by closer coordination of the efforts of existing decentralized capabilities. It is significant that many aspects of what is required already exist between decentralized capabilities. Most of this coordination has been developed on an informal basis over a pro-tracted period of time. These informal, coordinated efforts generally address, and appear to be quite effective in dealing with, areas and products of common concern to several agencies. At the same time, they do not appear to impinge unduly upon the satisfaction of individual organizational needs.

7. There are, in effect, two major foreign publication processing facilities already servicing the Community or large parts of it, i.e., CIA/FDD and DoD's complex presently operated by Air Force's FTD. The CIA/FDD has long been established as a Community service of common concern to exploit foreign publications where individual agencies lacked facilities. The Air Force-operated complex has now become a service of common concern for Defense in exploiting Sino-Soviet Bloc S&T publications.

S-E-C-R-E-T

S-E-C-R-E-T

- 13 -

Conclusions

8.   It appears logical to recognize these two facilities as the major intelligence capabilities devoted to the regular, systematic processing of foreign publications and to extend these capabilities to meet additional requirements for Community services of common concern.

a.   The Team noted that there are a half-dozen gaps in the non-S&T area that need filling in order to meet pressing needs of the Intelligence Community. These needs are:

(1) Title lists of books of intelligence interest available from all areas of the world.

(2) Title lists of magazine articles prepared for the Near East, Latin America, and Africa.

(3) Selected abstracts of books for Eastern Europe and the non-Communist Far East.

(4) Title lists of newspaper articles for the Communist Far East.

(5) Selected extracts from magazines of Western Europe.

(6) Extraction of photographic, graphic, and related information from foreign publications to assist in photo interpretation.

These additional needs should be met by CIA/FDD and could be accomplished by an increase of funding of approximately

25X1A ███████████

b.   The Team considered various ways whereby further improvement in the overall processing of foreign publications might be achieved. These considerations included establishing a formal division of responsibility between CIA/FDD and the Air Force-operated complex. Such a division of responsibility could be based on general subject category,

S-E-C-R-E-T

S-E-C-R-E-T

- 14 -

Conclusions

on country of origin or language, on particular agency
needs for a given type of processing, or simply by assign-
ing each publication by title to one or the other activity
for processing.

     c. Existing informal arrangements between the
two activities indicate increasing cooperation and coordi-
nation of effort. It was felt that a more formal struc-
turing of these processing relationships at this time
might not be warranted. Such an action would almost
certainly crystallize these relationships at, or near, their
present levels. Potential benefits of additional continuing
cooperative experience in evolving satisfactory arrangements
would be sacrificed thereby.

     d. Determination of optimum apportionment of
processing between CIA/FDD and the Air Force-operated com-
plex and plans to insure continued usefulness and meshing
of resultant products with user needs should be evolved in
the operating environments. This should be done under the
aegis of the proposed Foreign Publications Subcommittee
(see paragraph 11 below). The subcommittee would provide
the necessary focal point for accepting and validating
Community requirements. It would also define foreign
publication processing problems and evaluate proposed
solutions in light of Community requirements.

     9. Beyond the need for regular systematic processing,
requirements continue to exist for ad hoc translations, special reports,
collations, and literature searches in response to particular needs of
various organizational components. These requirements are met by
separate activities in each department or agency. As these demands
are usually unpredictable and peculiarly departmental by nature, it
seems appropriate that they should continue to be serviced depart-
mentally, even though the resulting products may be of interest out-
side the producing department. Proper notification of the product of
these intra-agency endeavors in coordination announcement vehicles
should satisfy whatever Community interest that exists.

S-E-C-R-E-T

S-E-C-R-E-T

- 15 -

Conclusions

10. In the past few years, new developments in the area of
systematic processing of foreign publications to meet overall Community
needs have been infrequent. This is especially true since the demise
of the Committee on Exploitation of Foreign Language Publications.
There is much expressed need for regular meetings of Community members
concerned with foreign publications processing to keep abreast of new
developments, exchange information, discuss changes in requirements,
formats, etc., and coordinate activities.

11. As existing informal mechanisms appear to lack the drive
or impetus to achieve overall close coordination, a more formal device
seems warranted. Despite a general desire to avoid the creation of new
committees, in this case, one seems not only clearly called for but
also desired by the members of the Community. Such a committee would
probably best be subsumed under CODIB. It should be a permanent sub-
committee meeting at least quarterly and composed of representatives
of the operating elements concerned with the procurement and exploita-
tion of foreign publications--people who can speak authoritatively for
their agencies, who are empowered to reach coordinated agreements and
take action on them. A corollary for such coordinated action is that
cooperative programs developed should be recognized as bearing USIB/
CODIB blessing and that no unilateral action should be taken by
agencies to disrupt such programs.

D. Other Needs.

1. Periodic Listings of Translations.

In this area, the Community is provided with the
Consolidated Translation Survey issued by CIA/FDD. There is also a
listing entitled Technical Translations issued by the Department of
Commerce for the general public and Government. These two publications
overlap in the unclassified science and technology (S&T) areas. There
has been good reason for this as Commerce has not yet been able to
provide the Community with the type of up-to-date information desired.
This problem should be actively explored with Commerce with a view to
eliminating the overlap while satisfying the Community's needs. The
proposed subcommittee should address itself to this point at an early
date.

S-E-C-R-E-T

S-E-C-R-E-T

- 16 -

Conclusions

2. Bibliographic Control.

It has become apparent in the deliberations of the
Team that more complete bibliographic control of publications in the
process of exploitation is needed so that each agency can know in greater
depth precisely those items others are working with and for what pur-
pose. As we are dealing with items in the tens of thousands a year,
this would be a fruitful area in which to explore the benefits of auto-
mation. The Air Force's Foreign Technology Division/Aerospace Technology
Division (FTD/ATD) has already automated bibliographic control for
the publications with which it deals. Its techniques and procedures
should be examined in detail with a view to developing a Community
system. This could be one of the first orders of business for the
subcommittee proposed above.

3. Complete Use of Foreign Publications.

The Team was bothered considerably by the inadequate
attention generally given to adequate staffing and funding of the
processing of foreign publications. Despite its unglamourous role and
limitations, the field of foreign publications remains today a vast
mine of information that is frequently ignored by planners in favor of
more exotic collection methods. Foreign publications are still the
cheapest method of acquiring information. Much data lies unexploited
because of lack of facilities, lack of interest, lack of knowledge of
its availability, or a combination of these. This results in more
costly collection resources being utilized to acquire data already
available, but hidden in some unprocessed publication.

Perhaps most analysts would like to read the foreign
publications themselves. A few do, but the vast majority do not have
the requisite language proficiency nor the time to screen through
the mass of publications. For example, an analyst on Eastern Europe
would have to be able to read eight languages. Such a capability
would indeed be rare if it exists at all in the Community for even
one field of knowledge. Concommitantly, there is a reluctance on
the part of analysts to trust someone else to read for them and yet
they must if this information is to be utilized.

S-E-C-R-E-T

Conclusions

There must be a development and build-up of understanding and confidence between analyst and processor such as has grown between FDD and parts of the Community and between ATD and the Air Force components it serves. There should be greater liaison between FDD and the DIA analysts if FDD is to provide a service of common concern. DIA is in very sore need of support in the processing of foreign publications. Initiative is being taken by both DIA and CIA to seek solutions to this problem. This should be one of the first orders of business of the proposed subcommittee. It will require a continuing, coordinated attack.

4. Storage and Retrieval.

Information issuing forth today as the result of exploitation of foreign publications serves a very useful current awareness purpose and it is desirable that this continue, according to the replies received on this question from intelligence production offices. However, much of it is potentially lost if not subject to some systematic central storage and retrieval process. As the volume of information grows, automation must play a big part and the costs of automation signal centralized storage.

At a minimum the following kinds of data from foreign publications are recognized as requiring storage and retrieval systems: personalities, installations, organizations, and place names. Further work must go on in studying and developing systems for capturing conceptual information. Although it is recognized that this is not a unique problem for information from foreign publications, this information will play a major contributory role in such systems. Much encouraging work is going on in the Community and there must be close coordination between the automation efforts of the processors of foreign publications and those concerned with information retrieval such as exist between FDD and CIA's Project CHIVE (automation of CIA/OCR) and between ATD and FTD's CIRC (Centralized Information Reference and Control).

5. Transliteration Standards.

The Team established a special group to examine the problem of transliteration standards. Basically there are two camps with strong and virtually irreconcilable convictions on the subject of

S-E-C-R-E-T

- 18 -

Conclusions

transliteration. On the one hand those elements of the Community
concerned with machine processing of data require an unambiguous system
of transliteration with one-to-one conversion from one alphabet to
another. On the other side are the intelligence producers and collectors
generally who want first of all a pronounceable system and who are not
bothered by slight ambiguities. As a pressing need for a machine
system exists now, the Team endorses the conclusion of its Working
Group that a non-ambiguous Russian-English transliteration system,
which includes both machine code and graphic standards, should be
developed for early use by those groups within the Community which
process or maintain common machine files.

        The general problem of multiple systems of translitera-
tion is not actually much of a problem as far as intelligence pro-
ducers are concerned. But all would probably agree that one system
used by all for a given language would be preferable. Therefore, the
issue of transliteration standards should be given further study in-
cluding discussions with the Board on Geographic Names, the National
Science Foundation and other Government agencies with a view to seeking
some resolution between unambiguous rendition and pronounceability.
This should probably be a task of the proposed subcommittee. The task
of developing unambiguous systems for use in machine environments could
be assigned to a new working group for this purpose or to the proposed
Foreign Publications Subcommittee. Tasking the subcommittee would
seem preferable, both from the standpoint of CODIB sub-element
organization and tying this task to the overall issue of transliteration.

S-E-C-R-E-T

S-E-C-R-E-T

- 19 -

Recommendations

IV. Recommendations

The Task Team on Foreign Publications recommends that CODIB

A. Note our findings that foreign publications continue to be today a vital and primary source for intelligence production--contributing on the average more than half of all sources to production.

B. Establish a permanent Foreign Publications Subcommittee to:

1. Provide a coordinating mechanism to stimulate, develop and maintain cooperative programs in the acquisition and exploitation of foreign publications.

2. Provide a forum for the exchange of ideas, techniques and information on developing systems.

3. Develop a central Community point or points for dealing with the Clearinghouse in Commerce on listings and copies of translations produced by the Community and available for general release.

4. Develop a Community system, preferably automated, for bibliographic control of foreign publications.

5. Develop programs that will assist the Community in meeting its pressing needs for information from foreign publications.

6. Stimulate coordination and seek compatibility in automation efforts both between exploiting organizations themselves and between these and information retrieval activities.

7. Develop an unambiguous Russian-English transliteration system for use by the machine elements of the Community while seeking to resolve in cooperation with other Government agencies the overall issue of standardized systems.

8. Develop a Community plan for the coordinated procurement and processing of hard-to-get publications.

C. Endorse.

1. The principle that, for serials and monographs from undenied areas, USIB agencies should choose procurement methods--PPO,

S-E-C-R-E-T

S-E-C-R-E-T

- 20 -

Recommendations

commercial or other arrangements--most suitable to their particular requirements, e.g., adequacy of response, timeliness of response, security aspects, costs to the Government.

     2. The establishment of a capability within the CIA/FDD to provide the following services of common concern in answer to requirements of a majority of production offices throughout the Intelligence Community:

     a. Title lists of books of intelligence interest available from all areas of the world

     b. Title lists of magazine articles for the Near East, Latin America and Africa

     c. Selected abstracts of books of Eastern Europe and the non-Communist Far East

     d. Title lists of newspaper articles for the Communist Far East

     e. Selected extracts from magazines of intelligence interest in Western Europe

     f. Extraction of photographic, graphic and related information from foreign publications to assist in photo interpretation.

     3. The maintenance of other existing staffs and budgets involved in the procurement and exploitation of foreign publications as these are all working against high priority requirements.

     4. The principle that USIB agencies in their information retrieval system should provide at a minimum for the storage and retreival of data on personalities, installations, organizations, and place names derived from the exploitation of foreign publications.

     5. The principle that all products of the exploitation of foreign publication should be widely disseminated for current awareness purposes.

S-E-C-R-E-T

C-O-N-F-I-D-E-N-T-I-A-L

U N I T E D   S T A T E S   I N T E L L I G E N C E   B O A R D

COMMITTEE ON DOCUMENTATION

TASK TEAM III - FOREIGN PUBLICATIONS

Terms of Reference

I. OBJECTIVE

To examine the overall effectiveness of the Community's programs for procurement and processing of foreign publications and to propose actions aimed at further increasing the effectiveness of these programs.

II. PARAMETERS

The team will consider foreign publications to cover the open literature published in any foreign country, and processing systems to include any within or outside the government whose product is or could be used for the benefit of the Community.

III. TASKS

The team will address, but will not be necessarily limited to the following aspects:

    a. Requirements for foreign publications
    b. Adequacy of procurement effort
    c. Need for processing

        1. Transliteration
        2. Bibliographic control
        3. Indexing
        4. Abstracting
        5. Extraction of data
        6. Translation

    d. Dissemination of the results of processing

Group 1
Excluded from automatic
downgrading and
declassification.

C-O-N-F-I-D-E-N-T-I-A-L

C-O-N-F-I-D-E-N-T-I-A-L

- 2 -

Appendix

e. Storage and retrieval of the results of processing
f. Automation of processing
g. Coordination of systems.

IV. MEMBERSHIP

Members of the team will require TOP SECRET clearance and should be assigned from or have ready access to and knowledge of foreign publication acquisition, processing and exploitation. With the active support of the CODIB Support Staff, members of the Task Team will spend approximately one day a week or its equivalent on Task Team matters.

C-O-N-F-I-D-E-N-T-I-A-L

S-E-C-R-E-T

S-E-C-R-E-T